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THE BUFFALO MODEL CITY CONFERENCE, PROCEEDINGS OF THE CONFERENCE SPONSORED BY THE COOPERATIVE URBAN EXTENSION CENTER (1ST, BUFFALO, JANUARY 19-20, 1967).

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THIS REPORT FROM BUFFALO, NEW YORK, IS OF THE FIRST OF SEVEN REGIONAL CONFERENCES PLANNED TO HELP COMMUNITIES PREPARE THEMSELVES FOR PARTICIPATION IN THE FEDERAL MODEL CITIES PROGRAM, AS PROVIDED BY TITLE I OF THE DEMONSTRATION CITIES AND METROPOLITAN DEVELOPMENT ACT OF 1966. SPONSORED BY THE COOPERATIVE URBAN EXTENSION CENTER, WHICH IS FUNDED UNDER TITLE I OF THE 1965 HIGHER EDUCATION ACT, THE CONFERENCE BROUGHT TOGETHER REPRESENTATIVES OF CITY GOVERNMENT, HIGHER EDUCATION INSTITUTIONS, WELFARE AGENCIES, VOLUNTARY AGENCIES, CHURCHES, CULTURAL INSTITUTIONS, AND FOUNDATIONS. THE PURPOSE WAS TO ACHIEVE A SENSE OF COMMITMENT TO THE TASK, AN AIRING OF IDEAS THAT CAN BECOME THE CORE OF BUFFALO'S OWN APPROACH TO THE MODEL CITY CHALLENGE, AND AN UNDERSTANDING OF THE NEED TO FORGE A BROAD ADMINISTRATIVE ORGANIZATION, COMPREHENSIVE AND IMAGINATIVE ENOUGH TO COPE WITH PROBLEMS OF BLIGHT AND POVERTY ON A LARGE SCALE. THE SOCIAL ACTION PROGRAM, URBAN RENEWAL, ECONOMIC OPPORTUNITY, AND CULTURAL PROGRAMS, THE FEDERAL PROGRAM, AND BUFFALO'S RESPONSE TO IT WERE THE DISCUSSION TOPICS. FURTHER CONSIDERATION WAS DIRECTED TO FUTURE SOCIAL ACTION AND COMMUNITY PLANNING WITH PARTICIPANTS EMPHASIZING LOCAL INITIATIVE AND THE STRONG PARTICIPATION OF NEIGHBORHOOD GROUPS. (LY)

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THE BUFFALO MODEL CITY CONFERENCE

January 19 - 20, 1967

Sponsored by — COOPERATIVE URBAN EXTENSION CENTER

Gordon Edwards, Director

Dean Robert F. Berner, Conference Chairman

AC 000 507

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THE BUFFALO MODEL CITY CONFERENCE

January 19 and 20, 1967

Proceedings of the first conference sponsored by the Cooperative Urban Extension Center, held in the Common Council Chambers of Buffalo City Hall.

Gordon Edwards, Director

Robert F. Berner, Conference Chairman

FOREWARD

The American university has added a dimension to its European heritage of conserving, developing, and disseminating knowledge -- the dimension of community service.

Title I of the Higher Education Act of 1965, under which the Cooperative Urban Extension Center is funded, gives federal recognition and assistance to the involvement of higher education in one of the most significant frontier problems of today -- the urban crisis.

The cooperating institutions, Canisius College, D'Youville College, Rosary Hill College, Erie County Technical Institute, and the State University of New York at Buffalo are indebted to Mr. Gordon Edwards, Director of the Center and to Mrs. Margaret Nevin and Mrs. Ruth Korn for their activities and creative efforts in planning the Conference. Mrs. Nevin is to be further commended for serving as coordinator and editor of these Proceedings.

To the community and national leaders who so generously accepted a role as speaker or panelist, we extend a sincere thanks. Their contributions to the sessions and their responses to questions made for a lively and idea-stimulating Conference. One needs only to read these Proceedings to feel the intensity of the discussion.

The Cooperative Urban Extension Center stands ready to provide whatever additional resource is desirable in securing a Model City subvention or otherwise to gain some of the ends found essential in making our community a better place in which to live.

Robert F. Berner

AGENDA

January 19, 1967

GREETINGS — 9:15 - 10:00 a.m.

CHAIRMAN: Max Clarkson, Chairman
Citizens Committee on Community Improvement

Mayor Frank Sedita

James Shenton, President
Erie County Technical Institute

Martin Meyerson, President
State University of New York at Buffalo

Recorder: Dr. Caryl Hedden
State University College

MAX CLARKSON

Mr. Clarkson presented a brief resume of the Model Cities Act and an overview of the purpose of the Model City Conference.

1. ... The government will review proposals looking for new and imaginative ideas -- this Conference might bring out such ideas.
2. Maximum participation by the people affected will be looked for in the proposal.
3. Top-level participation of the city's administration will be necessary.

The cooperation of all sectors -- federal, state and local governments, as well as public and private sectors will be needed.

The proposal must contain (1) an analysis of the problem, (2) a description of the goals and program objectives, as well as the reasoning behind these goals, (3) a description of the administrative structure and how it will achieve maximum citizen participation.

MAYOR FRANK A. SEDITA

Thank you, Mr. Clarkson.

Sister Angela, Sister Francis Xavier, President Meyerson of the State University at Buffalo, President Shenton of Erie County Technical Institute, Ladies and Gentlemen:

On behalf of the City of Buffalo, I welcome this conference, its distinguished visitors and all its participants. Let me take this opportunity to extend the City's welcome also to the Cooperative Urban Extension Center, which symbolizes the constructive participation of higher education in the solution of urban problems and which has taken its first large step in this direction through sponsorship of this unique "Model City" Conference.

Congratulations to the State University of New York at Buffalo, Canisius College, D'Youville College, Rosary Hill College and Erie County Technical Institute for bringing together your broad range of special talents in this Center for service to the community.

I want to begin very simply by telling you that the response of my administration to the new Model City Program of the Federal Government is "Yes" --

Yes, we accept the challenge and the opportunity
which the Model City Program offers.

It strikes me as most appropriate that you have chosen for your conference

these Common Council Chambers -- the seat of deliberation for so many of Buffalo's problems, large and small, and always the center of lively discussion of how our City's affairs can best be conducted.

I am fully aware that we cannot expect that answers to the long-standing and deep-rooted problems of blight, poverty and social inequity will emerge from the two-day discussion which is about to begin, although the participants in this conference represent experience and expertise in many fields.

While accepting the challenge of the Model City Program which will be the subject of our dialogue, we must recognize that the program itself on a national level is intended to be flexible and exploratory: an opportunity to seek new directions and open up new possibilities in the solution of urban problems. At the same time, this exciting new Federal legislation offers a tremendous opportunity for city governments to strengthen and reenforce their own skills, to give a greater dimension and depth to existing community improvement programs and to bring physical and social renewal much closer to the people in the neighborhoods where they live.

I hope that the deliberations of the next two days will serve to bring about at least these three results:

1. A sense of commitment to the task that lies before all of us in planning and carrying out an effective Model City Program;
2. An airing of ideas that can become the core of Buffalo's own approach to the "Model City" challenge, and
3. An understanding of the vital need to forge a broad-gauged administrative organization that will be capable of carrying out a Model City Program which is comprehensive enough and imaginative enough to cope with our problems of blight and poverty and disadvantage on a large scale.

Let me emphasize once more, we seek commitment, ideas and organization.

Late last year, I notified Assistant Secretary Taylor of the Department of Housing and Urban Development that I have put the "full weight" of my administration behind this program. Members of my personal staff and department heads have reviewed the Federal Government's requirements for participation in the Model City Program, and have been instructed to begin preparation of an application for Federal planning funds.

To supplement and give policy direction to this staff activity, I am today appointing a "Buffalo Model City Steering Committee" with broad representation in both local government and the community ... We will be calling on many others

in the community at large and in the Model City neighborhoods to assist us in this undertaking. We urge the full involvement of the participants in the conference. Now let's roll up our sleeves and go to work!

MARTIN MEYERSON

Mr. Chairman, Mayor Sedita, Ladies and Gentlemen:

In bringing greetings from the State University of New York at Buffalo, I shall suggest a few ways in which the University can aid the community. The potentialities are not promises -- for men, money and motivation are needed to translate potentialities into effective cooperative community enterprise. There have to be at the University specific people -- not just relevant disciplines -- enticed into dealing with the problems of the metropolis; there have to be funds to carry advice into action; there has to be governmental machinery to effectuate action; there has to be community willingness to welcome change.

The most important of these conditions is the amount of civic enthusiasm which can accept and accelerate change. If community leadership resists broadening its social structure, rejects innovation in its school system, resents interference with habitual governmental practices, refrains from developing new economic enterprises, and refuses to create new community amenities and pleasures, it will get little in the way of special benefits from having a university in its midst. Of course a university these days is like a big business in employment, in its own purchasing power and the consumption and services generated by its staff and students. These are sizable benefits to an urban area -- but they are not unique. They in no way reflect the kind of benefits which might be reaped if the intellectual product of the university were cultivated for the community good.

It is easy for me to imagine, for example, how engineering, applied science and departments still to be created at the University could explore new technologies to the immense benefit of Buffalo not only in coping with its physical problems of weather, pollution and the like, but also its economic problems by developing the bases for new kinds of industries.

As another example, it is easy for me to imagine how the faculties of education in the colleges and universities of the Niagara Frontier could help the area achieve tremendous gains in educating the underprivileged and the privileged as well; if education of the highest quality were available to all, the entire issue of integration would change its meaning.

As a third example, it is easy for me to imagine how computer, social and planning specialists could help set up a system through which the metropolitan area could obtain and maintain the basic data it needs on population, land use, economic and other trends to enable better governmental and private decisions to be made.

Well, I cannot imagine your morning away. There are several no less exciting proposals already underway as part of the urban extension program in which the University and other local colleges are cooperating. The urban extension program, as you might guess from its name, hopes to emulate the agricultural extension program which has been in existence for about 80 years in this nation, and has raised extraordinarily the knowledge and standard of practice of agriculture.

Neighborhood store front extension centers are being set up to provide information on college entrance and related education questions, and to meet other informational needs of the residents of the neighborhoods where the centers are located. Courses now being offered include consumer education, remedial and honors tutoring. Other classes will be established as the demand for them evolves. Referral to welfare and other agencies takes place at these centers.

The Law School undertook a pilot experiment with the cooperation of the City of Buffalo during this past summer to receive and investigate citizen complaints. After further studying and testing of its version of Ombudsman methods, the Faculty of Law expects to establish a Citizen Advisory Service.

There are many other proposals being considered by our cooperative urban extension program. At the area's colleges and universities, we hope to undertake a great deal, learning from our experiences in a constructive way. Mark Twain once cautioned that the cat that got burned by leaping on a hot stove, later avoided both hot and cold stoves, not recognizing that the essence of the experience was the heat and not the design of the stove. We hope to avoid excessive heat while we get on with our mutual tasks of improving our community environment.

JAMES SHENTON

Erie County Technical Institute is already involved in the problems of the City with its Downtown Urban Center in operation since November 1. Fully State-supported, it has a responsibility for the education and training of economically and academically deprived people of the core area.

To demonstrate sincere cooperation with the Cooperative Urban Extension Center, E.C.T.I. has released William Greene, Professor of Sociology, now assistant to the Director, Gordon Edwards.

The two-year college has a unique contribution to make and new programs such as Police Science, Recreation Supervision illustrate how it is meeting the challenge.

AN OPPORTUNITY TO RE-ORIENT
SOCIAL ACTION PROGRAMS

10:15 - 12:00 noon

CHAIRMAN: Mrs. Milton Kahn
Community Action Organization

POSITION PAPER: Dr. Michael Penetar
Canisius College
Department of Sociology

RESPONSE: Monsignor John Coniff, Director
of Catholic Charities

Dr. Paul Buchanan
Vice President for Administration
D'Youville College

William Greene
Erie County Technical Institute
Department of Sociology

Mrs. Rose Weinstein
State University of New York
at Buffalo
School of Social Welfare

Miss Mary Wood, Executive Director
Young Women's Christian Association

Sister Marita
Rosary Hill College

Recorder: Rev. Francis Courneen, S. J.
Canisius College

Excerpts from the
Position Paper by Dr. Michael P. Penetar - "...A family-oriented program..."

The main objective of any program to establish a Model Neighborhood should be the strengthening of the underprivileged families so as to enable them to raise and support its members as do other families.

Taking this into consideration, the first recommendation is for a stronger family-oriented program which should include:

1. An Orientation-Center - to determine the families in need and to assist the family during adjustment to the city.
2. Home Visitor Program - working in low rent housing, helping new residents acquaint families with health and welfare services available in the development.
3. Social Work Office in the development or neighborhood - would work directly with families having problems and would work closely with all relevant community agencies. Also assist in financial and employment difficulties.
4. Pre-School Enrichment Programs - an agency in the area qualified to evaluate the true level of academic preparation and intellectual potential of the child. Identification of children having difficulties in reading, language development etc., tutoring services, cultural enrichment for entrance into the normal school programs.
5. Colleges in this area are in a good position to broaden educational services to the high school culturally disadvantaged - programs of this nature should be encouraged, financed and developed immediately.
6. A Community Resources Center should be established to carry out comprehensive research on local problems and formulate programs of action to solve these problems.

The Demonstration Cities Act suggests the "Total Attack" approach on the social and physical problems in slum and blighted neighborhoods. Taking this into consideration we must examine critically the needs of this area and what we are doing to adequately solve our housing, employment, welfare, moral and social control problems for better human integration.

America owes much to all groups and all groups merit fair treatment as Americans. In a cosmopolitan community such as ours, we must learn how to work together and how to live together.

An American's color, his class, his creed, his ancestry, his political affilia-

tion add or subtract nothing to his being American. Americanism with its ideal of brotherhood and equal citizenship can be attained; it is a process - a continual process.

No one group of people can proceed on the assumption that they are better or superior than another group - no one group of people can proceed on the assumption that they can maintain a self-sufficient isolationism. This has proved impossible in international life - it is even more impossible within the confines of Buffalo. We must realize that the presence of cultural pluralism in Buffalo raises certain questions and demands certain responsibilities. The strength of the Niagara Frontier lies in her ability to absorb diversity of peoples, of races, of cultures, of classes, of creeds, of nationalities and mold them into one Model City of America - this my friends is the key problem.

Msgr. John Coniff — "AFTER 30 YEARS OF GOVERNMENT PLANNING WE MUST HAVE LEARNED SOMETHING"

A sense of community should be stressed but we must maintain heterogeneity. The problem-solving approach could be used to bring together the disparate groups to work out their problems.

After 30 years of government planning we must have learned something. However, there is a sad history in the cooperative housing movement in New York State except where a common bond exists among the occupants, such as a labor union or religion - then there was cooperation.

With the exception of racism which may accompany middle-class values, these values could be rallied around. Suggestions 1, 3 and 6 of the paper could be combined and focused in one center. The experimentation already carried out by Family Service Society and the Diocesan Center could be used as a model.

Dr. Paul Buchanan — "A CAVEAT OR TWO"

Stress should be on the "Continuing Process" mentioned in the paper. There are no quick, easy solutions to long-standing problems.

Are the colleges snobbish in talking about the "Culturally Disadvantaged": Rather, aren't people socially and educationally disadvantaged?

Beware, also, of trying to fit students into a college environment when not ready.

William Greene — "FREEDOM OF SOME PEOPLE WILL ALWAYS BE BASED ON THE UNFREEDOM OF OTHERS"

In some disagreement with the paper, calling instead for new perspectives, for exploration of areas of conflict not calling just for unity.

Some will have to give up advantages so that others may become advantaged. Some of these advantages may be worth giving up - i.e. segregated housing.

All social action springs from a set of values. The values of democracy are needed - for action not words. Every one effected by decisions should have a voice in making those decisions.

Rose Weinstein — "WE HAVE MORE TO FEAR FROM THE POWERLESS THAN THE POWERFUL"

Focusing on the assumptions of Dr. Penetar's paper, that is, the philosophical concepts - we have a large body of knowledge already at hand, from scholars and those in the field, before we study the slums. Just offering services in these areas is not enough. We must convert the attitudes of the population in the blighted areas.

We cannot rely on the disadvantaged and the experts only. The urban setting gives an opportunity for making new and different uses of the total school system, the health and welfare systems, labor, business and other sectors of society.

We have more to fear from the powerless than the powerful. We must re-examine our methodology.

Mary Wood — "IF THERE WERE NO PROFIT IN SLUMS, THERE WOULD BE NO SLUMS"

The irony of this Conference is that those on the program will not be living in the Model City.

An orientation center is needed now regardless of the Model City proposal. Some generalizations about welfare families made in the position paper were non-justifiable. Stress could be put on the good achievements of poverty-level families.

Max Lerner is quoted in the editorial of February issue of Ebony-the key word is "access."

The American Negro has no "access" to economic opportunity, to mobility, to political participation and to educational opportunity.

The American population is growing younger. It will be a mobile, "Turned-On," population. We need to be honest and say what we want to do.

Sister Marita — "THE PURSUIT OF HAPPINESS SHOULD BE VOLUNTARY AND RESPONSIBLE"

In general agreement with the position paper but the improvement of the family cannot be oriented solely to welfare. There must be self-respect. The pursuit of happiness should be voluntary and responsible. A dynamic way of motivating families must be sought for ... soliciting help from those "who have made it" as models.

A community resource center is enthusiastically endorsed. The question is - is it for the present population of Buffalo or planned for migrants from rural areas?

Programs to encourage motivation to higher education can be endorsed and private education may be better equipped to handle the less motivated student.

PANEL DISCUSSION:

Penetar - There are divergencies among experts as to what problems are primary in Buffalo. How can we agree on which are basic? What about the cost of this program?

Greene - Stress facing our conflicts. The idea of a "Community" (in an Ideological sense) may exclude too many. The time is past when there were barriers between city and suburbs. This is one area. Suburban people have fled to their safe havens away from the problems of the city streets. Hostility should not be by-passed, rather it is necessary to expose the hostilities and what underlies them.

Buchanan - The panel agrees too much. Why not develop the point as to what is to be given up by those who must give up something. Would creating an integrated school system illustrate this point?

Wood - Suburban mothers have concerns about the lack of living experiences

open to their children which would prepare them to live in this world.

Greene - Suburban life is deprived and an unrealistic kind of life. The city offers more knowledge of the world.

Wood - Peoples' fears can stop honesty, e.g., in integrating schools. Area colleges are in a position to do more in education and extending employment opportunities.

Penetar - Colleges could employ more persons from disadvantaged areas.

Weinstein - The university must see its role as more than turning out experts. We must plan strategies to help people develop power to act effectively so they have active participation in decision-making.

Greene - Higher education must go out into the town, must change its values and aspirations. Are we up to this?

AUDIENCE PARTICIPATION:

Michael Nevin - What will you do after this Conference is over?

Dr. Berner - We hope to continue dialogues and meetings, soas to advise the Mayor and his committee. We will use the Cooperative Urban Extension Center under Mr. Edwards to gather information and help.

Dr. Michael Prosser (SUNY/B) - What is the role of the suburbanite in this whole affair?

Greene - We must break down political barriers to get cooperation between city and suburbs, e.g., as Toronto has. We could change concept of suburbs as escape from the city's problems.

Msgr. Coniff - It's all right to live out in the suburbs, just vote liberal; support governmental programs to solve these problems - come in and be a full partner and help.

Wood - Overcome apathy in the suburbs. Help them to a more realistic life.

Paul Lofornera - How can we show suburbanites they are deprived?

Sr. Marita - We're generalizing about the suburbs. Something can be done as

Amherst is doing with its Annual Family Life Institute.

Dr. Caryl Hedden (S.U. College, Director of N.T.C.) - The National Teacher Corps is attempting to develop people's responses to available services and to develop strategies for people to get power to solve their problems.

Weinstein - They need to be involved in decision-making. People in core areas can point out how they think courses should be run, how loan problems can be handled, etc. Powerlessness can be remedied not only by assistance but by letting people express their frustration.

Edmund Roth - There is no representation here of people we're trying to help - they should be here.

Cosimo Mantone (School of Social Welfare SUNY/B) - Yes, where are the people? Surface problems, such as housing, will be attacked first.

Charles Hall (SUNY/B) - What do we plan to do to remove distrust? Core area people do not trust Whites.

Msgr. Coniff - Work, stay open to criticism, a long, agonizing process; admit our mistakes, be willing to change, and tell people to watch us to see if good things are done.

Dr. J. Manch (Supt. of Buffalo Schools) - We need a change in the hearts and minds of people, especially of White people.

Wood - White people are not accepted in the core area because they always come to get something, the numbers racket, or to employ someone. Now, when White people with all this good will, descend on the area, they will still be distrusted.

Greene - The distrust of Whites for Negroes - this is the bigger problem. How do we get the White majority to examine themselves to remove their fears?

Michael Nevin - (Questions Dr. Manch) - Does the middle-class attitude of White teachers teaching in core schools contribute to drop-outs, etc.?

Manch - Much is being done now to remedy this but there is no federal help yet. Attempts are being made to affect attitudes of teachers and administrators.

G. Franczyk (Member Common Council) - As politicians, we are very interested

in this whole Conference and we will be eager to cooperate in the future.

Peter Dararo (N T C) - What do we have to give up? Money seems plentiful. What are we afraid of? Only thing we have to fear is prejudice. How do we plan to do away with prejudice and bias?

Greene - Prejudice in terms of loyalties, traditions and values, e.g., the right to live in a neighborhood with their own kind is based on an "unright" of others who cannot move into this neighborhood.

AN OPPORTUNITY TO RE-ORIENT
URBAN RENEWAL PROGRAMS 1:30 - 2:45 p.m.

CHAIRMAN: Paul Edwards, Assistant Dean
State University of New York at Buffalo
School of Social Welfare

POSITION PAPER: Dr. James L. Hecht, President
Housing Opportunities Made Equal

RESPONSE: Dale Bossert, Commissioner of Public Works, Erie County

Nathaniel Keith
Planning & Urban Renewal Consultant

Richard Danforth
Director of Redevelopment,
City of Buffalo

Rev. Edward B. Gillen, S.J.
Canisius College, Buffalo, New York

Recorder: Mrs. Helen Di Pota
Erie County Technical Institute

Excerpts from the
Position Paper by James L. Hecht -

"Negro removal has become synonomous with urban renewal"

"...Probably the most important problem in urban renewal has been the failure to adequately provide for the people who lived in the renewed area. The planners, the city administration and the civic leadership saw urban renewal as the replacement of slums by commercial centers and good housing. What they failed to observe, however, was what happened to the slum dwellers.

In the United States as a whole about two-thirds of those relocated from urban renewal sites have been Negro. Because of this, the term "Negro Removal" has become synonomous with "Urban Renewal." But this catchy phrase does not do justice in describing the extent the Negro has been hurt by renewal. Usually he was barred from most neighborhoods by discrimination, but even when the barriers were lifted he could not forget how brutal they had been, and therefore usually had a strong preference to live in neighborhoods which already had a significant number of Negro families. The result was higher rents (because of higher demand) and overcrowding in the other Negro areas. Soon there were new Negro slums.

...With these problems in mind, let me suggest that in Buffalo we do the following:

1. Wherever possible we permit those people who wish to remain in the neighborhood to do so by renewing the area in stages, and building housing suitable for relocation within the original neighborhood.
2. We provide housing for relocation, housing that the displaced slum dweller wants and can afford. Non-profit housing subsidized by long-term, low-interest government loans offers such a means, particularly in conjunction with a rent-supplement program. To make such a program a success, strong support by our churches and other non-profit institutions will be required, and highly skilled technical assistance must be available to these non-profit sponsors. Also, we must build what people want, and this means that those who are going to be relocated must be very much involved in the planning of the new housing which is to be built, as well as participating in all other aspects of the relocation program.
3. We make certain that the entire relocation program is well organized by competent professionals who are sensitive and sympathetic to the problems of those being displaced. The proposed formation of a relocation division in the Urban Renewal Department would be an excellent first step in this

direction.

4. We use the full resources of the City to insure that racial discrimination in the sale or rental of housing is eliminated so that Negro families will have maximum relocation opportunities.
5. We complement the physical renewal of housing with appropriate social programs and with supporting facilities such as schools and parks.

In summary, we must remember that what some of us call slums are to others their homes. At the same time we must remember that progress invariably causes some dislocation. We have in Buffalo the resources to give good housing to all our citizens. If we do not, the fault will lie in ourselves."

H. Dale Bossert - " ...ETHNIC SPRAWL... "

"I particularly like Dr. Hecht's emphasis on the importance of people rather than just architecture and his idea of providing housing suitable for relocation within the original neighborhood, but, as he has pointed out, it may be necessary and desirable to provide some relocation housing outside the original neighborhood. This has logic, but it means Ethnic Sprawl similar in some ways to Urban Sprawl, in contrast to fresh new communities. There probably are advantages of transportation, economy and other factors in such location, but I believe consideration should be given to a wider horizon. ...

Since joining the C A O board last summer I have gained some understanding, I feel, of the importance of participation by those for whom a program is intended. Such participation is needed not only in the name of social justice but also in the name of common sense. ...

There are many definitions of a neighborhood, but one of my favorites is Walter Blucher's' "A neighborhood is a place where people are neighborly." and I also like a statement by an author unknown to me: "A neighborhood is not a slum until its own residents have given up." As Dr. Hecht has said, "What some of us call slums are to others their homes." I agree that we should consider what they want and what they can afford before we indulge our compulsion for betterment. ..."

Richard Danforth - " ...A MEANS AND A METHODOLOGY..."

"In response to Mr. Hecht's points, all are worthwhile goals but they, to my mind, are limited in scope and too immediate in demand to be achievable through a 5 year Demonstration Cities program. ...

(He) has chiefly emphasized only one phase of the problem of urban renewal - that of the public sector and its responsibility to existing residents. There are other equally important sectors. One is the responsibility of the private sector to respond to the opportunity that urban renewal provices. ...

What we need to learn from the Demonstration Cities Program is how we can eventually make area-wide application of the new techniques regardless of project or artificial municipal boundaries. ...

We need to identify, at an early state, the groups that will be participating in the program, and to enlist them in making the strategy. ...

Through the Demonstration Cities Program we should train and create new skills and not steal from the existing short supply. The University, Erie County Technical Institute, and local colleges could be of great assistance here. ...

The end product of the Demonstration Cities Program should be to establish a means and methodology of eventually coordinating and carrying out similar kinds of programs throughout the city. ..."

Rev. Edward B. Gillen, S.J. -

"...FROM ALL CHURCHES...THE PRINCIPLE OF OPEN OCCUPANCY..."

The total emphasis of Dr. Hecht is on relocation. This emphasis is needed. But exclusive emphasis on relocation in connection with reorientation of urban renewal programs, in the Model City context, is incomplete. ... We should seize this opportunity to reemphasize the rehabilitation aspect of urban renewal, and the preservation of existing values in the city. ...(As) one of the stated purposes of the Act is, "To provide additional financial and technical assistance to enable cities of all sizes to plan, develop and carry out locally prepared and scheduled comprehensive city demonstration programs containing new and imaginative proposals to rebuild or revitalize large slum and blighted areas." ...

The red flag waved by Dr. Hecht on r e l o c a t i o n may frighten off some support. ...

With reference to open housing, the position of the Catholic Church was restated by the Annual Conference of American Bishops. We have from all churches, regardless of denomination, strong moral support and leadership for

the principle of open occupancy. ...

We have a community communications problem in urging total city commitment to the Model Cities Program. ...

In connection with Dr. Hecht's final reference to supporting facilities, (we) cite Canisius College's role as private developer of a 9-acre tract at Main and Delavan. ...

Nathaniel Keith - " ...REHABILITATION RATHER THAN CLEANANCE"

The findings of the Census Bureau reveal 90% of families have been relocated satisfactorily contrary to the Position Paper's point that urban renewal creates new slums. This does not take into account the social problems of uprooting families from familiar surroundings.

The major reliance is now on rehabilitation rather than slum clearance. The major emphasis is being placed on decentralization with the Federal Government encouraging the involvement of private industry. The physical and social objectives of rehabilitation should be combined.

PANEL AND AUDIENCE DISCUSSION;

Hecht - The position paper purposely beats the drum for those who are victims of renewal because they have no one to do this. Much of the literature on renewal programs is biased because it is written by those who have a vested interest in the programs. The New Haven Renewal has been well conducted. Renewal programs should give poor people the experience of being home owners, through non-profit housing which the poor could buy at perhaps as low as $5.00 a month. This would be an important step from the ghetto slum to the little white house in the country.

Paul Edwards - What about the neighborhood as a locus for change? What does this mean in terms of your policy?

Danforth - Myopic tendencies to focus on the symptoms rather than the disease.

If there is validity in living in the cities, we must give renewed meaning to the neighborhood concept and facilities must be geared to neighborhood needs. Hostilities decrease with face-to-face contact and relationships. Our technology has pushed us beyond the scale of our human environment. We must have more complete knowledge of one another.

Audience question - What will the county's commitment be and will Mr. Bossert explain ethnic sprawl?

Bossert - Ethnic sprawl means growing out without respect to planning -- continued movement without leap-frogging -- similar to urban sprawl.

Erie County is limited by its charter but its connections to urban problems are through the Welfare Department and Meyer Hospital, Probation Department, through housing inspection under its Health Department, and its share in Buffalo's cultural agencies.

Erie County wants land in the Ellicott District to establish a branch office for its Health and Welfare Departments and the C A O. The County Executive is now recruiting an Advisory Committee of Citizens on County Government Problems.

Karl Mason - Will the Model City Program be one complete packet? What happens to the people who are relocated? Can low income housing be built in the Ellicott District?

Danforth - In regard to the Ellicott District, abandoned property is now for sale and may be developed by private sector. The city's resources are limited. Regarding relocation- it could be in the Allentown-Lakeview area, where 6,000 housing units will be rehabilitated. Buffalo's old wooden frame houses are expensive to keep in repair.

William Siemering - Will the Model City Program move people from slum ghettos to new concrete and glass ghettos?

Danforth - The brownstone houses in Boston and Philadelphia can be economically rehabilitated. Buffalo's frame houses cannot. The Federal money spent on housing is less than 1% of the Federal Defense Budget.

Paul Edwards - We apologize for the lack of time for further discussion and for the omission from the panel of a person who had experienced removal.

AN OPPORTUNITY TO RE-ORIENT
ECONOMIC OPPORTUNITY PROGRAMS — 2:45 - 4:00 p.m.

CHAIRMAN: Dr. Allan Bush, Executive Director
Opportunity Development Corporation

POSITION PAPER: Dr. Lawrence Myers, Economist
Cornell Aeronautical Laboratory, Inc.

RESPONSE: John Galvin, President
Buffalo Chamber of Commerce

Sidney Harris, Executive Director
Department of Human Relations

Victor Einach, Director
Commission on Human Rights

Eugene Mruk
Mayor's Aide for Federal Programs

Recorder: Mrs. Helen Di Pota

Excerpts from the
Position Paper by Lawrence B. Myers -

"People are what the ... act is ... all about"

"...I think it well to begin my remarks by echoing the positive note sounded by our distinguished panel member, Mr. John Galvin, in an address he made to the Erie County Medical Association late in December. He expressed satisfaction with the prosperity and near full employment which we reached in the Buffalo area over the last year as well as a considerable optimism about economic conditions in the year ahead. Quite clearly our economic health is vastly improved over the dark days of 1958 when the unemployment rate was 9.5% compared with about 3.5% today. ...

I will address myself to four significant items which have an important bearing upon future economic development: ...

1. The impact of out-migration of people from the city of Buffalo which, while in part to the suburbs, has resulted in out-migration from the County since 1960.
2. The failure of the Buffalo area's manufacturing industry to grow, in employment terms, at national rates since 1960.
3. The part to be played by the service industries in employing the natural increase we may anticipate in the area work force.
4. The employment impact of expanded federal and state programs, particularly in the cities of the Buffalo area.

The main thrust of the Demonstration Cities Act is to improve the living environment and the general welfare of people living in slums and blighted neighborhoods. ... Slums are caused by poverty which is reinforced by the failure of the community to recognize the social problems which attend poverty and by a concomitant failure to develop programs adequate to bring disadvantaged people into the social and economic mainstream of the community. ... people ... are what the demonstration cities act is - or should be all about. ... The special (1965) census of Erie County ... affords us some interesting facts about the people of Buffalo and of Erie County.

First, although the population of Erie County, including Buffalo City, grew by about 22,000 people between 1960 and 1966, the natural increase based on normal birth and death rates should have been about 64,000. Thus, about 42,000 men, women and children left the county over this period. ... Migration from the City of Buffalo was about 83,000 men, women and children during this period. ...

The population of Erie County, exclusive of Buffalo, actually grew by about 73,000 reflecting a movement into this ring area from Buffalo City and elsewhere of about 41,000. ...

Were this out-migration to continue - perhaps because of ever-spreading neighborhood blight - the time would not be long in coming before the City of Buffalo would be affected by an intensification of economic problems which have already been noticed: 1. A disproportionate number of young people requiring education and training, 2. An older work force which, by being less employable, would add to relief and welfare costs, and 3. A less attractive climate for investment by industry and business and/or for retention of present factories and shops in the city because of higher taxes resulting from disproportionate school and welfare costs and an unsuitable work force. The movement of population ... leaves the rest of Erie County with a fairly well-balanced labor force and job situation. ...

Data for the larger area will suffice to show how far the area has come as well as the necessity for reorienting our thinking about economic opportunity. Non-agricultural wage and salary employment in the Erie and Niagara County area increased by about 36,000 people to a total of about 477,000 between November, 1960 and November, 1966 or by eight percent. Total national employment in the same period increased by nearly twenty percent. Area employment in manufacturing increased by about 12,000 to about 154,000 or by less than seven percent, with 10,000 of the increase occurring in the cyclically sensitive steel and automotive industries. U.S. manufacturing employment increased by about eighteen percent in the same period. Employment in all other manufacturing sectors increased or decreased slightly.

Employment in the non-manufacturing, non-construction sectors rose to about 272,000 an increase of about 29,000 or about 12 percent compared with a national increase of about 31 percent. This increase, which offset a decline of about 5,000 in construction, included a rise of 17,000 in government employment and of about 12,000 in services and other non-manufacturing sectors. ... Clearly, the region's unemployment rate of about 3.5% poses no major problem and the near-term prospects are bright. Nevertheless, ... our kind of economic base will (not) produce jobs fast enough to employ our young people as they reach working age. ...

If the Buffalo Area can hold onto existing levels of manufacturing employment as well as develop more light manufacturing industry to utilize its unexploited female labor force, rising productivity in industry will insure higher real incomes

which, in turn, will generate still more jobs in the service sectors. ...

...Important to the Buffalo Area ... as new sources of income and livelihood for a growing population are likely to be the service and government areas. Services are of at least two kinds: ... personal services ... and ... intangible services ... e.g. ... such as the products of the thought processes of the men and women at the Cornell Aeronautical Laboratory, the teaching of our college and university professors, the services of our world-famous medical specialists, the services of our larger financial institutions, the scenic amenities such as those of Niagara Falls. By the pursuit of excellence in the intellectual and cultural fields as well as in the more day-to-day skill areas, the Buffalo Region can hope to tap a job source which has already become our third largest producer of new jobs - about 8,000 since 1960 - and which could grow by leaps and bounds.

Government employment will almost inevitably continue to rise as we demand more and are able to afford more and better government services. ... The "Cross-Hauling" of the revenues which now occurs. ... given the basic prosperity of the Niagara Frontier, (where) we may pay as much or more in taxes to the state and national governments as are returned to us in state and federal programs. ... It seems clear to me that there has been a loss of tax base in our major cities, Buffalo and Niagara Falls, resulting from the exodus of people and business to the suburbs, which will be made-up by increased federal and state expenditures in the cities on such as the Demonstration Cities Program. ...

(In summary) Three types of action seem to me to be required now: First, an inventory of skills and training currently needed by employers in the Buffalo area now and within the foreseeable future, say, the next five years: second, a parallel inventory of skills and training possessed by those now unemployed: and, third, the development of programs to train or retrain the unemployed and to insure that future skill requirements will be met. ..."

John Galvin - "THE IMPORTANT PART IS TO WORK TOGETHER"

The important consideration is people. The rate of the unemployed non-White population is significantly greater than the 3.5% of the general unemployed.

In regard to the position paper, the best way to map the skills and training of the unemployed is to put them to work. We need the cooperation of the employers in the area, such as business, government, educational institutions and the press to get the message across that there are opportunities open for these people, e.g., through the Opportunity Development Corporation.

The purpose of the Model City Act should be to expand jobs and income opportunities with a meaningful part played by private enterprise. The Chamber of Commerce pledges its support.

But we don't seem to know how to help one another. None of the needs of renewal, rehabilitation, etc., will be met if we do not learn to help people or listen to the people living in these blighted areas. We must put aside racial, religious and political affinities and biases and join in work toward specific ends. The important part is to work together.

As a result of this Conference, there could be a special committee appointed representing the city and county - a step toward metropolitanism, including representatives of the blighted area.

Buffalo may not be chosen to be a Model City but we can still work to make it a more livable one. What is important, however, is to begin to do this job ourselves.

Sidney Harris - " ...THE HEALTH OF THE WHOLE CITY IS IN DANGER..."

"...Dr. Daniel Moynihan, Director of the Harvard M I T Urban Study Center, ... testifying before Congress ... on this very Demonstration Cities' Project under discussion today, (SAID) "The 'Crisis,' ... is a Negro Ghetto Crisis and you solve it by jobs and by income redistribution, only secondarily by assorted welfare services." ...(HE SAID) families in America's Negro ghettos are managed by women, and any meaningful economic opportunities are largely non-existent. I think that Dr. Moynihan's statement points out a very crucial consideration which must be taken into account in order that any effective planning to deal with Buffalo's slums is to take place. I submit that that "crucial" consideration is that of the Color of most of its residents.

Now the fact is that poverty, with its attendant problems of poor housing, poor health, unemployment, A D C mothers, and so forth, is essentially related to color, and has been well documented by the last authoritative census for the Buffalo community. The 1960 U.S. Census revealed, ... that 14 contiguous census tracts (of Buffalo's 75 tracts) house more than 95 per cent of Buffalo's Negroes, (and) include well over 60 per cent of the entire city's dilapidated housing. ... Also, 40.2 per cent of all housing occupied by Buffalo's Negroes was classified as either "Deteriorating" or "Dilapidated" (for which) ... Negroes paid a median gross rent of $74.00, while Whites paid only $70.00 for generally much better units.

Regarding health needs - infant mortality rates were higher (and) more than 75 per cent of the entire county's tuberculosis caseload is concentrated in these "Negro' census tracts. ...

The 1960 report also revealed that at every level of education, Negro Buffalonians earned about $800.00 less per year than Whites possessing the same amount of completed years in school. ... The great majority of Buffalo's Negro labor force has been traditionally relegated to menial work, (with) the lowest paying jobs, with generally little hope for integrated advancement. ...

Naturally, since neighborhood school lines follow the generally unchanging color and socio-economic housing patterns, the city's high quality schools are usually provided for some, while the masses of Negro children are logically relegated to the ghetto schools with their notoriously low quality. ...

I am referring to the foregoing statistics, ... primarily because these chronic inequalities are rarely noticed by anyone except those suffering because of them. ... Generally, as we have seen in Rochester and Los Angeles, it is only after people's terribly suppressed frustrations have erupted into an apparently senseless violence, that those who do not live in Negro ghettos recognize and take decisive action to eliminate their causes.

I would like to categorically state that the dominant White community must come to understand that the health of the whole city is in danger by the continued existence of its black core of deprivation. ...

I make these statements from a burdening anxiety that federal funds, which are not attended by an enlightened, effective local commitment that could become better, could be so readily misused toward perpetuating the status quo that has created the nationwide problem that brings us here today. ..."

Victor Einach - "THE CORE OF REAL LIVING IS TOGETHERNESS"

We need a new kind of look over and beyond the complaint process.

The Commission on Human Relations can be helpful in the Model City Program by:

1. A study of patterns of employment in selected industries with periodic reports to be obtained in the number, job classification and salary levels of Negroes, Puerto Ricans and other minorities.
2. A study of the nature and extent of migration of minority families into New York State, and the relation of this in-migration to employment opportunities, residential patterns and housing conditions.

3. A study of various training and apprenticeship programs in the state and the extent to which minority persons are participating in them.

The core of real living is togetherness.

I have a hunch that the State Commission for Human Rights will continue to be both the target for attacks and the threshold from which to advance to new frontiers. We must not be diverted by the attacks nor lose sight of the frontiers. The part you are playing here can be of more than routine significance.

Eugene Mruk - "BROWN NECKS AND WHITE COLLARS..."

The 3.5% unemployment rate mentioned in the paper refers to the whole Standard Metropolitan Area. Buffalo's rate is higher - between 4.5% and 5%. The rate of unemployment for Buffalo's Negroes is 8 to 9%. There are 90,000 non-Whites in Buffalo - 9% is 10,000 unemployed.

At this time, due to economic improvement, Buffalo cannot qualify for economic redevelopment aid which is granted to cities where unemployment is at least 6%.

The Neighborhood Youth Corps Program in Buffalo is 75% Negro, 2% American Indian, 3% Puerto Rican and 20% White. Of the 86 youth now employed within the City Hall, there are draftsmen, clerk-typists, painters and recreational aides. The record of the graduates finding outside jobs has not been good. 20% only are employed successfully outside, 57% are unemployed and the remainder are unaccounted for; 60% of the present program are carried over from the former program.

Many of the Youth Corps graduates have been offered only menial jobs. It is difficult for them to get jobs in white collar areas. Do brown necks and white collars mix? We should take a serious look at programs such as the Youth Corps. Is it necessary for us to have the government continue to create jobs?

Is this one of the purposes of the Model City Act?

AN OPPORTUNITY TO RE-ORIENT
CULTURAL PROGRAMS — 4:00 - 5:00 p.m.

CHAIRMAN: Allen D. Sapp, Chairman
Department of Music
State University of New York at Buffalo

POSITION PAPER: Allen D. Sapp

RESPONSE: Franz T. Stone, Board of Directors
Buffalo Philharmonic Orchestra

Gordon M. Smith, Director
Albright-Knox Art Gallery

Ernest Warlick
Former member of Buffalo Bills Football Team

Recorder: Mrs. Helen Di Pota

Excerpts from the
Position Paper by Allen D. Sapp -

"We have an opportunity in Buffalo to experiment boldly..."

The Model Cities Program, which is an effort to bring together concerned persons who have an interest in and a dedication to the solution of metropolitan urban problems, is a highly logical place for a serious discussion of new ways in which the cultural resources which affect the very lives of some millions of persons can work in coordinate action with the other serious efforts to make our cities the glorious places in which to live which we must strive for.

The cultural resources are fundamentally ideas, works of art, creative imagination, critical judgment, receptive tastes and technical management of arts programs. Of course, also, there are physical facilities but I put these physical facilities at a later stage, not necessarily a lower, but a later stage, because they are so obvious and for so many years they have perhaps overly dominated our thinking about facilities and cultural programs. Where, of course, they have symbolic importance as our own Art Gallery and Kleinhans Music Hall and the imaginative conversion of the Town Casino which has led to the Studio Theatre, the symbolic significances plus independent aesthetic beauty contribute. The new University Campus will have such a character, but I would like to emphasize first of all that cultural affairs stem in a great metropolitan area from the aspirations and tastes and hungers of people. Physical facilities must ideally follow these, otherwise they tend to circumscribe those in true growth matters.

Let us take up six points:

1. The best patterns of cultural reorientations for our metropolitan area include a basic principle of cooperation and coordination. ...
2. Traditional ties with city and municipal government and with para-governmental agencies concerned with the growth of the city must be strengthened. ... A progressive and bolder increase of financial support shall become necessary and a progressive cooperation for the best use of space and coordinated physical connections must be the rule.
3. Programs of the federal government, particularly administered through the Education Act of 1965 and their amendments will have an increasing role in the cultural life of the city as will the sponsorship of programs by the national endowment for the arts in humanities. ...
4. We have an opportunity in Buffalo to experiment boldly with decentralized cultural activities. It should be possible to establish nuclear theater units,

small halls suitable for experimentation in jazz and in avant-garde chamber music, rooms - formerly lofts or warehouses, which with modest is here for thinking of bring
refurbishment could become centers of the dance. In other words, the time is here for thinking of bringing cultural activities, the performers, the directors, the innovators, even the lecturers to the people. ... While these great central facilities have an important role it is clear that an equally important thrust must be to fragment art, to relieve art of its insulation and barriers, to make it accessible, natural, normal and vivid to everyone.

5. It is a fundamental error to assume that lack of experience means lack of interest or apathy in the arts. It is our conviction that the young child from a so-called under-privileged or deprived background can often have the most open-eyes, the most transparent channel. ... There are two clear jobs for art in reaching populations which are underprivileged or overprivileged (for I feel that in both cases, cultural lacks are prominent). The first way is by bringing great art, traveling exhibitions, and I mean traveling by means of direct transportation, taking a few risks with works of art, so that they can be seen, by carrying plays right into districts where plays have never been performed and by having concerts out in the open for example. ... The second way is to create in the schools and universities and colleges appropriate ways to enrich the arts curriculum. The vast cadres of professional performers, university instructors, which are now coming into the Buffalo region are available for kinds of courses, kinds of workshops which are perhaps opening doors for self-education.
6. There is no question but that a bolder and more imaginative use of both television and educational radio could play a role in the cultural life in the Model Cities Program. It is shocking but true that there is not a consistent, continuous high quality, good music station in this area. It is distressing that there are not more locally produced educational television series on the very things which are making Buffalo known throughout the country. ...

It is not premature to start active thinking and planning for a revival of the notion of municipal artists and performers. The town musician, the town actor, the town dancer, the town entertainer all go back to a tradition of the Renaissance, a tradition which well merits revival. ... What a bold and brilliant step it would be to start with the notion of a string quartet or a pair of sculptors or two or three poets who are of the town, who are part of the richness, part of the inward resources which draws persons to the town. This is urban renewal, perhaps, at

its most spectacular, when from the ruins of a time when the artist was alone and unappreciated to the time when the artist is collectively supported, an independent monument to civic enterprise.

Gordon Smith - "ART IS FOR ALL"

Cultural institutions must cooperate in common effort, such as Buffalo Festival of the Arts Today - 1965, Operation Arts, Philharmonic, Studio Arena, Gallery, etc. M C A C was made possible only through cooperation with Police Athletic League and City Recreation Office.

Increased financial support is essential. Programs of the Federal Government are promising. We must have more extensive and closer work with the schools, more lectures, more visual materials (cased displays, etc.), traveling exhibitions in surrounding counties and more slide-talks in the area high schools.

Decentralized activities have been part of Gallery's program for many years - since 1930's. Some of these include loan collections, slide-talks in schools in assembly and classroom relating to studies - these are followed by visits to the gallery. Also included are talks to blubs, churches, neighborhood creative art classes and TV programs (WNED with Junior League).

Art is for all. We should not underestimate the intelligence of the layman. Children's response to art is revealing. Traveling exhibitions are needed but pose many problems due to the possible security risks.

A new proposal is that a tent could be erected in one of the parks or in a small town where free creative art classes could be he l for 2 or 3 days - similar to the Gallery's spring vacation carnival. Local ar ists and sculptors should be encouraged.

A series of Gallery television programs is badly needed, but would entail increased staff for preparation and presentation.

The Model City Plan must bring with it a renewal of spirit - a renewal of the sense of quality of existence.

Ernest Warlick - "PEOPLE GET TO KNOW EACH OTHER PRETTY WELL IN THE LOCKER ROOM"

There's agreement on the need for continued private and public aid to cultural facilities.

Emphasis should be placed on educating parents in low economic groups to

their children's need for self-expression. People who are socially and economically deprived have had no time to develop tastes and satisfy their hungers. There is little or no direction from parents in seeing that the child is exposed to cultural and recreational activities. Increased recreational activities should demand family participation.

It has been proven, in many cases, that out of the low-income groups come great athletes, singing and dancing groups, etc. These low-income gr ups have a greater desire for self expression, recognition and higher incomes.

The Model City Program should touch all age-levels in the community. Children, their parents and the senior citizens. We need recreational activities that can include the whole family, and recognition should be given on a family basis to those who participate.

People get to know each other pretty well in the locker room. Recreation and sports give us an opportunity to meet people and to know their ways of living.

Franz Stone - "FOR BOLD COMMON PLANNING"

The aspirations, tastes and hungers of the people of today reach back to the day of the gypsy musicians, the dancing bear, tamborines, and fiddlers. The day of the bandstands for Friday afternoon band concerts and the day of the marching band with its omp-pa-pa, omp-pa-pa. This was the day when music was brought to the people - country people. For more of this we need cooperation and coordination. Bold common planning is also necessary. The Orchestra works with city, universities and other cultural agencies such as the Gallery, Library, Creative Associates.

We are very grateful for the support from the city, the county and the people.

Much can be done in long-range planning. For example: 3 weeks of concerts are possible, 2 weeks at the beginning of summer and 1 week after Christmas. Get the grade schools and high schools more involved with the Orchestra. About 110,000 children visited Kleinhans Music Hall last year.

Let's organize more and more diversified kinds of musical groups - percussion, brass, woodwinds, strings and chamber music. Let's have lunch hour concerts where people can just wander in and out on their lunch hour. The Bank of Buffalo has held Christmas concerts and these were very successful.

Buffalo needs summer concerts such as are being held in Central Park in New York City. New York presents one concert each week in each of the City's burroughs. A full-time radio station should be maintained to present excellent music. I hate to think what Buffalo would be like without the Orchestra.

AGENDA

January 20, 1967

THE NEW FEDERAL PROGRAM:
A CHALLENGE TO THE CITIES — 9:15 - 10:30 a.m.

Comprehensive City
Demonstration Program PL (89-754)

CHAIRMAN: Dean Robert F. Berner
Millard Fillmore College
State University of New York at Buffalo

RESPONSE: Honorable R. D. McCarthy, Congressman

Honorable Henry P. Smith, Congressman

J. B. Goldman, Director, Region I
U. S. Department Housing and Urban Development

Recorder: Leonard Graziplene
Rosary Hill College

Henry P. Smith - "WE STOLE A MARCH ON THE REST OF THE COUNTRY"

The competition for Model Cities funds will be severe. Only 12 million has been appropriated to June 1967 and another 12 million to June 1968. An innovative and imaginative approach is essential to win federal funds.

To assist communities to plan projects, seven regional conferences will be held across the country. This conference is the first. We stole a march on the rest of the country.

The advantage of the Model City Program is the effect of bringing people together, prompting them to think about their problems. It's estimated that $2 trillion will be needed by the cities in the next 20 years. New York City alone will need $50 billion in the next 10 years.

This Conference is also important from a human resources point of view. Our defense budget is $70 billion this year. Companion conferences should be held with Model City Conferences on the question of how we can all live in peace. Thus a reappropriation of defense funds can be channeled into humanistic programs.

Joseph Goldman - "NO REPACKAGING - NO REARRANGING"

Improving urban life is the most critical issue of the day. The Model Cities Legislation provides for Federal Government supporting up to 80% of the costs of the Program, but the heart of this innovative legislation is that the government will also pay up to 80% for nonfederally reimbursed projects. Buffalo's proposal should include a tangible plan, not a theoretical program. Problems must be shown to exist, the Program must have sufficient magnitude and breadth, it must be able to show significant results which will contribute to a well balanced city. The proposal must indicate that local administration can carry it out, that through the cooperation of all public and private agencies adequate local resources will be available. A sound relocation program with opportunity for the involvement of neighborhood people themselves should be part of the Program. There must be meaningful role for the residents of the affected areas. Planning with as well as for people in the core areas is a must.

No repackaging and no rearranging should be part of the Model Cities proposals. We are looking for new paths to local solutions for local problems.

We must build and improve, combat and enhance - a very tall order. A challenge that demands innovation and the new idea.

Excerpts from address by
Congressman Richard D. McCarthy - "We now have the tools and the funds..."

"Today, we are faced with different problems than those which faced our great-grandfather's generation. And we must meet these problems with new and original solutions.

Today, our cities are in a state of national crisis. Seventy per cent of the population in America lives in urban areas. By the end of the century, this figure will become ninety per cent. These figures and the problems they raise are truly staggering. Our cities become less and less fit for human habitation year by year. They have become huge, sprawling, blighted areas. We are faced with polluted water, with increasing health hazards due to air pollution -- especially in the core areas of our cities, with ugly and poorly designed buildings, with a sense of dissatisfaction with the quality of urban life ...

Local governments have made attempts to deal with these problems but have simply been overwhelmed by the enormity of it all. The remedies clearly lie beyond the capabilities of local communities. In the past, the Federal Government has provided single programs and projects as a remedy. While the dike has disintegrated around us, the government has been plugging up random leaks ... We now have the tools and the funds to attack these problems in the Model Cities Legislation. The actual hammering-out of the solutions is up to the individual communities.

In general, three things are needed for a city to begin: an understanding of what the problems are and why they developed; a program to meet the physical, social and economic needs of the community; and lastly, the local capability to make the program work. In particular, the program should remove blight; contribute to the sound development of the city as a whole; reduce social and educational disadvantages, ill health, underemployment; create maximum opportunities for training area residents and provide a substantial increase in the supply of low and moderate income housing ...

An equal chance for a decent existence -- this is really what Model Cities is all about. It's about people, about individuals, about dignity, about the human spirit which longs for equality, respect and opportunity. Whatever the answers to these complex problems, all must effectively involve the people who are concerned. At all stages of the program, the initiative for generating and maintaining an effective two-way communications system must rest with the local agency of government. We must work and plan with the people, not for them.

The Federal Government can provide the money and set the objectives. But

the planning, the implementation and the local involvement must be your responsibility ... Thus, today, we here in Buffalo and other communities across the country, stand on the threshold of an adventurous journey to chart a new course for our cities and our nation ... The question facing us now is are we ready. We here today and each individual of this city and the cities across the nation, must meet this challenge. Because this program cannot be successful without the cooperation and involvement of an aroused citizenry ...

As President Johnson said - "The Prize - cities of beauty and promise, where men are truly free to determine their destiny, is too rich to be lost because the problems are complex."

BUFFALO'S RESPONSE TO
THE MODEL CITY PROGRAM — 10:45 - 12:00 noon

CHAIRMAN: Richard Miller
Commissioner of Urban Renewal
City of Buffalo

RESPONSE: Honorable Frank Sedita
Mayor of Buffalo

Honorable Robert F. Kennedy
U. S. Senator

Chester Gorski, President
Common Council of Buffalo

James W. Burns, Director of Budget
City of Buffalo

Recorder: Leonard Graziplene

Mayor Frank A. Sedita introducing Senator Robert F. Kennedy

Ladies and Gentlemen:

This conference on Buffalo's approach to the Model City program has clocked nearly ten hours of discussion since yesterday morning. We have brought forward a broad range of subjects and we have examined some of the City's most critical social, economic and environmental problems from several points of view. Many of the ideas that have been generated in this conference will receive full consideration as my Administration continues the task of preparing an application for Federal planning funds under the National program for Model Cities.

I stated yesterday in my opening remarks that the City Administration fully accepts the challenge and the opportunity of this promising new Federal approach to the dilemma of urban deterioration. Our Model City Steering Committee and its Technical Subcommittee will make a concerted effort to develop a Buffalo Plan that is coordinated, imaginative and well enough funded to tackle the core city problem in its true dimensions.

I want to emphasize once more that we will be seeking the advice and participation of many persons and groups in the Buffalo community who have not been a part of this introductory conference. Indeed, full participation of the entire community, and a constructive dialogue with the people of the affected neighborhoods, are among the primary goals of my Administration in undertaking a Model City program.

We must of necessity leave many decisions and most of the down-to-earth, detailed planning for the revitalization of neighborhoods within the Model City area to the time when adequate Federal planning funds have been made available to us. The program is new and complex, and we are in the earliest stages of planning its direction. But surely it is never too soon to strengthen and consolidate our lines of communication and our ties with the people who will be most intimately affected by these coming programs for social, educational and economic advancement.

As we have been probing the problems of our core city of Buffalo this past day and a half, the distinguished gentleman who is about to address you has recently been part of a broader national forum on urban problems: the far-reaching Senate hearings on the plight of our cities, conducted by Senator Ribicoff of Connecticut. In my view, no participant in those hearings displayed a more searching concern to get at the root of big-city problems and to explore possible ways of bringing about their solution than the Junior Senator from New York.

Ladies and Gentlemen, as a Mayor who deeply shares that concern and urgently hopes that we can continue to find better ways towards urban revitalization, I am proud and happy to be able to present to you SENATOR ROBERT F. KENNEDY.

Senator Robert F. Kennedy

"You are an example to the rest of the state. You are the first city to do what you are doing today..."

. . . . . .

"If men do not build," asks the poet, "how shall they live?" That is the question millions of men and women all over America ask themselves -- ask us -- everyday; everyday of idleness, of uselessness, every "day that follows day, with death the only goal." That is the question, indeed, of life in the American city in years to come. In city after city -- and in Buffalo as well -- we have felt the pain of infections too long left festering -- idleness and ignorance, rats and disease and hopelessness. Yet even as we become more aware of the injustice, indeed the danger of serious convulsion in our urban order, our efforts to right injustice, to open opportunity, to build better lives for all our people -- all these efforts have faltered and slowed.

For our past efforts to deal with the problems of our cities have not worked; their promise failed, their purpose flagged.

We have seen families on welfare rolls, their husbands and fathers and sons idle, when we knew they should be at work -- but our job-training programs too often have not resulted in jobs, and the unemployment rolls have gone up, not down, in Harlem and Watts and Southside Chicago.

We have seen housing dilapidated and deteriorating, and we know children should not grow up in such conditions -- but too often our public housing projects have turned into slums, and urban renewal relocated families into deeper misery elsewhere.

We have seen children three years behind in reading, and know that lack of education would blight the whole course of their lives -- but our education bills, passed with great fanfare and hope, have not educated the children.

And failure and disillusionment have fed on themselves, bringing further discontent and dissatisfaction to large numbers of people throughout the country.

But even in the face of discouragement and disillusion, we must maintain our commitment to act -- to dare -- to try again. The plight of the cities -- the

physical decay and human despair that pervades them -- is the great internal problem of the American nation, a challenge which must be met. The peculiar genius of America has been its ability, in the face of such challenges, to summon all our resources of mind and body, to focus these resources, and our attention and effort, in whatever amount is necessary to solve the deepest and most resistant problems. That is the commitment and the spirit required in our cities today. That is the commitment and the spirit which is reflected in the holding of this conference today.

And by your meeting you show your determination that change will come in Buffalo, not by fiat from Washington or Albany, not from the offices of a President or a Senator or a Governor, but from the work and effort of the Buffalo community.

This is vitally important. Title I of the Demonstration Cities Act provides a new framework for getting Federal money to the city -- to you -- in a coordinated way. It makes it far easier for a city to attack the problems of its slum ghettos on a total basis. It contemplates that planning for new schools and new homes and new hospitals and new parks will take place in an interrelated way.

But it is no more than a framework -- a skeleton which will rattle in the closet of its creator unless local imagination and action gives it flesh and sinew and life.

No city's problems are the same as any other. Neighborhoods vary in their geographies and demographies, in their strong points, in their deficiencies. Job possibilities differ from city to city. School needs and health needs and recreation needs differ.

There is no one in Washington who is wise enough or all-knowing enough to tell every city or even any city what its particular problems are and what peculiar resources it can tap to help deal with them. That is all up to you. The success or failure of the Demonstration Cities Act will depend upon your ability to innovate, to mobilize your resources, to reach out to the poor. But let me stress as well that you, the civic leaders of Buffalo, also have a responsibility not to impose solutions on the neighborhoods you seek to revitalize.

The people of any ghetto area in which you begin a model neighborhood effort will not and should not have to follow blindly the leadership or accept the direction and control of outsiders -- whether from government, or private industry, or foundations. If there is to be any action, any true progress in a neighborhood, that neighborhood itself must be involved in what happens -- in

the success or failure of any program.

As I sat at the recent hearings on the Cities, I heard witness after witness describe the same indispensable element in any program to help the poor of our cities -- whether it be a program to help individuals make ends meet a little more easily or a program to rebuild an entire neighborhood. That element is the self-respect, the self-esteem, the dignity of the individual.

When we are talking about the rebuilding of a neighborhood, this means that the individual who lives in that neighborhood must have a share in the decisions which affect his life. We heard from representatives of the East Columbus Community Organization, a community action program which has been especially true to the principle of decision-making by those who live in the neighborhood. Because the citizens who are served by E C C O, as it is called, have had full responsibility for the programs of community service which have been organized under E C C O's aegis to serve them, these programs -- day care and Head Start and remedial education -- have had the overwhelmingly enthusiastic participation of the people.

I have seen job-training programs, operated by the Department of Labor, in which two-thirds of the trainees dropped out before completion of a six-week course. But I have also seen, in Philadelphia, training programs run by Reverend Leon Sullivan's O I C, in which the people themselves take responsibility for the management and control of the programs -- and see that the trainees understand their responsibility to the community, so that nine out of ten complete an arduous six-month training course.

Whatever program Buffalo develops under the Demonstration Cities Act must be developed with the participation of the neighborhoods to be served.

What will you want to do in your ghetto neighborhoods?

As many of you know, I have been working with the people of the Bedford-Stuyvesant in Brooklyn to develop a comprehensive and coordinated program for the renewal of that neighborhood. This is a prototype approach, an experiment which, if successful, can help to guide the efforts of others in our state and around the nation. Let me tell you briefly what the people of Bedford-Stuyvesant hope to accomplish.

The program will begin with physical reconstruction -- because it is needed for its own sake, to provide decent and pleasant homes and neighborhoods; but more importantly as a base and focus for the creation of jobs -- well-paying, dignified work, trades and skills which will be useful for a lifetime. Indeed, we set our aim as a vital, expanding economy throughout the community -- creating

jobs in manufacturing and commerce and service industries.

Related to the employment efforts, we have proposed the creation of new educational opportunities of many kinds:

- special supplementary education for workers, to help them raise their skill levels, and move into advanced career fields which, I understand, is also the purpose of your Opportunities Development Corporation here in Buffalo;
- extension courses in the area, from basic reading to college credit, so that every member of the community could reach his full potential;
- and education in the basic skills of urban living -- dealing with government agencies, or furniture stores, or the corner grocery.

And we have urged the reconstruction of social services, and their integration with the rebuilding effort -- for example, reorganizing medical services around neighborhood clinics built and managed by the people of the neighborhoods.

Through the fabric of all program components run three critical threads:

- cooperation with the private business community in self-sustaining, economically viable enterprises;
- integration of programs for education, employment and community development under a coordinated overall plan;
- and impetus and direction to be given in these efforts by the united strength of the community; working with private foundations, labor unions, and universities, in Community Development Corporations organized for this purpose.

This is, in brief, what the people of Bedford-Stuyvesant hope to do.

They have begun. You must begin as well, as you indicate you will by the holding of this conference.

The way ahead will not be easy. It will not be easy to plan for schools and homes and clinics and parks in interrelation. It would be easier to let them develop as we have so often in the past, hoping they somehow end up where they should be to serve our children a generation hence.

It will not be easy to assure the people of the neighborhood a voice in making decisions. It would be easier to tell them how it is going to be, hoping they will be satisfied with the result.

It will not be easy to bring in the universities and the foundations and private

business and the labor unions. It would be easier for government to try and do it all, hoping it will find the fiscal resources somewhere.

The path of innovation is never easy. Change is always painful. But it is the only path with the promise of saving our cities, the only path with the potential of bringing forth the resources needed for the task ahead. In our central cities are millions of Americans who have too long been denied a share in the American dream. And the gap is widening.

Therefore, you who are gathered here must join together -- the people of the neighborhood, government, private enterprise, foundations, and universities -- in an effort of unprecedented scope. The future of our nation demands that. I know Buffalo is ready."

Chester Gorski - "NO PATCHED QUILT APPROACH FOR BUFFALO ..."

Our first line of attack will necessitate securing information from each of the various departments of the city's administration. On July 12, 1966 the Buffalo Common Council gave approval for Buffalo's applying for a Model Cities Program Grant.

One of the most important phases of our program should be recreation, since Buffalo's recreation facilities are four times lower than the minimum requirements should be, according to the National Recreation Association.

To make our city a center of creativity, we must set our sights on total solutions such as the Model City Program offers. No patched quilt approach for Buffalo, we need a total solution.

James W. Burns - "THE STATE MUST TAKE A HAND ..."

In order to make a Model Cities Program a success, we will need help from the State Government. Buffalo cannot at this time, raise real estate taxes. The constitutional debt limitation has been reached in Buffalo. There will be a one and one-half million dollar gap existing in the present city budget. New York State has not allowed Buffalo to levy a local income tax and we should not raise the sales tax since it affects most those who can afford it least.

To make a total success of the Model Cities Program, the State must take a hand in its dynamics.

The financial situation of our city is the most significant determining factor in the anticipated success of our program.

AUDIENCE DISCUSSION:

Mr. Burns invited Assemblyman Eve to contribute to the discussion.

Arthur Eve - The Model City Conference must be expanded to include grass-roots representation. We must encourage citizen participation in the Model Cities Program. Since smaller cities cannot afford the research and planning to secure Federal Aid, I am recommending that the New York State Legislature create a division of Urban Affairs.

Rev. Carl Tyson - Could the Model Cities Program include new ways of funding for the city's budgetary needs? That is, programs for creative funding?

Nathaniel Keith - To the extent that they are innovative - remember supplemental grants are available through the Model Cities Program.

George Rand (asks of Arthur Eve) - Could the present New York State Department of Housing be expanded to give cities help in preparing proposals?

Mr. Perkins - Core area residents must be consulted in preparing the proposal. We must involve the people themselves.

Eve - Could a Model Cities Conference such as this be set up in the core area to involve the neighborhood people?

Edward Brock - How can we define innovative and imaginative government?

Answer - It's impossible to define as such.

Councilman Franczyk - Have any other cities made application yet?

Goldman - No applications have yet been received, but other cities are preparing proposals.

Question - Who makes the actual decision on which city will receive the funds?

Goldman - The Secretary of Housing and Urban Development.

THE JOB AHEAD
FOR SOCIAL ACTION PROGRAMS — 1:30 - 3:30 p.m.

CHAIRMAN: Ambrose Lane, Executive Director
Community Action Program

POSITION PAPER: John Hickey, Executive Director
Community Welfare Council

RESPONSE: Norman Goldfarb
Citizens Council on Human Relations

Donald R. Lee, Assistant Director
Opportunity Development Corporations
Project J.E.T.

Dr. Joseph Manch
Superintendent of Schools
Buffalo Department of Education

C. H. Broley, Planning Consultant
Washington, D. C.

Samuel Green, Vice President
Congress of Racial Equality

Gerhard Falk
Associate Professor of Sociology
State University College at Buffalo

Recorder: Mrs. Florence Zander
League of Women Voters

Position Paper by
John F. Hickey - "...A MARRIAGE OF PHYSICAL AND SOCIAL PLANNING..."

The facts well-known about the problems in the core area of our city serve to document the need for Buffalo's participation in the Model Cities program. What happens there affects the entire metropolitan area. Also well-known, but not perhaps recognized as fully as it might be, is the fact that there exists in Buffalo and almost every city, a vast array of separate governmental and voluntary programs expending huge sums of money with little coordination, and sometimes without adequate communication, with the effect that the people for whom the programs are presumably established are often puzzled, frustrated and disillusioned.

In a recent article in the Wall Street Journal, reference is made to an estimate in the First National City Bank's Monthly Economic Letter that federal aid to states and municipalities is distributed among 170 separate programs funded by 400 different appropriations, administered by 21 departments and agencies, assisted by 150 bureaus. This gives evidence, according to the article, of an incredible tangle of federal aid to governments on local and state levels.

A study of the 1965 expenditures of 185 governmental and voluntary health and welfare agencies in Erie County, now being completed by the Community Welfare Council, indicates that these expenditures will come close to $200,000,000. This is almost a doubling of these costs in a five-year period. Yet, only .07 of 1% of that amount goes for planning -- an amazingly low percentage in relation to the expenditures.

The Model Cities Program provides an opportunity for Buffalo to show what can be done through a marriage of physical and social planning efforts which have not taken place up to this time. It further offers a unique opportunity for a coordinated approach to solving some of our most urgent human problems.

The keys to whether or not such a program can be successful are: 1) a structure within city government with the power, authority, money, and staff to pull together the loose threads and fragments of physical and social planning, so that our citizenry can look to one high level department in city government where planning responsibility is vested; 2) that such a planning instrument not be conceived merely as a temporary measure, but as a permanent one which is primarily planning, not operating; 3) recognition of and commitment that planning and programming decisions will be arrived at only after the fullest possible participation of citizen interests.

All of these factors have to be at work if any fundamental changes are to be

successfully made in reversing the present course of events, which are now having a profound effect on the seriously blighted areas of our community.

Programs -- whether geared to improved housing, transportation, education, social or health services for example, will be as effective as the system is for planning and providing them. Therefore, it is essential that planning efforts give priority attention to strengthening of those governmental and private groups which will be given responsibility for the operational phases of the program. To overlay new responsibilities on a weak system merely perpetuates the problem. One of the most serious and frustrating problems in any local community is obtaining competent manpower with the experience and skills necessary for planning and operating new programs. Careful attention will have to be given to training, recruiting and best utilization of manpower.

There should be insistence that organizations and groups with experience and knowledge in social planning and programming, and residents of the area, actively participate as partners with the city in the earliest stages of planning. This means that their participation must be secured in the actual preparation of the planning grant application under the Demonstration Cities Act, including the goals of the program, priorities and possible program approaches.

It is clear that the job ahead involves a genuine commitment on the part of governmental officials, departments, private organizations and citizen groups to defer vested professional or self-seeking interests to the task at hand. There must be a recognition of the inseparability of physical facility planning and social, educational, employment, health, recreational and other services planning and programming.

Possibly the Model Cities approach may help to break down some of the protective barriers which have blocked effective cooperative community efforts.

What is proposed for the most blighted section of our city, effects the entire metropolitan area. If our goal is not to alleviate or to make poverty or slum living more palatable, then it has to be prevention; and if prevention depends on certain guarantees that all of us are entitled to good education, health services, jobs, housing and adequate income, then it follows that we all have to be concerned about the relationships of those who live in the Model Cities area and the rest of us.

The point was well stated recently by Elizabeth Wickenden, technical consultant on public policy to the National Social Welfare Assembly, when she said: "We must always keep in mind that our purpose is to eliminate their isolation from the mainstream of our prosperous society, not to create a new form of

segregation. Most of us sprang from poor forebears, many of us were poor ourselves. What we want is to keep the open society open, with opportunities for all of us. Let our democracy so function and develop that we no longer need concentrate our efforts on poverty byt may think about the life we collectively seek for ourselves and the rest of the world."

Norman Goldfarb - "A PROGRAM TO EVACUATE THE WOUNDED ..."

"I believe Mr. Hickey's remarks to be an accurate reflection of what exists today. That is, our city lacks the kind of structure necessary to plan and implement the kind of program that is envisaged by the total attack approach of the Demonstration Cities Program ...

After all the blighted, decaying areas this program seeks to arrest and remove and the social problems it seeks to solve, are the consequence of the way our system has worked, and if we are going to change the total environment of people we cannot entrust the planning and implementation to methods that have created this environment. ...

For example, we created a city Commission on Human Relations with high hopes for its success. Today it is an emasculated, impotent agency - with frustration the daily diet of its professional staff. ...

The Negroes are not even permitted to participate in the building of their own ghetto - which Ellicott District was implicitly designed to be. But, I don't wish to dwell too much on the past and present - for it is the future we are concerned with here. Therefore, I urge Major Sedita to change the committee he appointed yesterday from a Steering Committee to a Resource Committee and ask the heads of our universities and colleges to serve. The committee should be chaired by someone whose political, economic and social obligations will not restrict him.

...We must have a program to evacuate the wounded so to speak, but we can't have those who shot them down carry them out.

...The planners will have to decide:

1. Whether to emphasize a single authority with adequate powers or to have wide spread participation in the demonstration area.
2. Whether to emphasize maximum employment of indiginous workers or labor saving technologies.
3. Whether to give priority to social goals and human needs or to physical development or structures.

...We would not want to see a brand, new, segregated community - with dense populations waiting for years to see these sparkling new facilities.

Whoever does the planning I earnestly hope will use human weapons in its attack, and that we will see non-Whites moving to all areas of the city - with rent subsidies if necessary."

Donald R. Lee - "...ONE ALL POWERFUL, ALL WISE, ALL CAPABLE DEPARTMENT..."

"The thrust of the position paper seems to be embodied in the half-hearted recognition that money, much money, almost $200,000,000 in fact, is being poured into various health and welfare programs in our county, without adequate planning and/or coordination of these programs. In reviewing the highlights of the "Model Neighborhoods Program" as presented by the Department of Housing and Urban Development, there is a constant need envisioned by that department for experimentation, imagination and innovation in all approaches to planning. It is my sincere belief these things are not at all possible within the structure of standard social service organizations.

...In response to the presentor's keys to a successful program, wherein is found a basic philosophy of one all powerful, all wise, all capable department in whom would be vested the power, money, authority, and staff to develop and oversee all physical and social planning in this Model Neighborhoods Program, we cannot urge too strongly that such a department would be the type of monolithic organization we of the Negro community have persistently been engaged in mortal combat with. The problem is too great and the approach is too varied to invest in any single department as much responsibility is embodied in the presentor's keys.

...Those who will address themselves to planning must never forget that while the plan is to attack a neighborhood's blight in reality it is to make a meaningful impact on the physical and social problems which confront the human beings within that neighborhood.

...So what's ahead for 'Social Action Programs?' We must pledge to divorce ourselves from the usual ceremonial and perplexing rules of the 'Social Service Road.' We must constantly impart knowledge of the tentative plans for all neighborhoods involved to those who shall be affected; we must include representation from those communities in all planning stages.

As a member of the community to be affected, I find myself deeply concerned with the 'Total Attack' approach, with the urgent necessity for innovation, with the human resources development aspects which actually addresses itself to our needs and to the program of physical revitalization.

Robert Weaver, Secretary of the Department of Housing and Urban Development, at the National Urban League Conference of 1966 in Philadelphia used these words to describe the urgency of the situation: 'Their tone, their demand for immediate reform, their challenge of dominant values, their refudiation of middle-class behavior are real and basic. This is evidenced by the dire feelings of hopelessness, occasioning lack of respect for law and order in parts of the non-White communities. This final expression takes the form of violence and rioting.'

...Buffalo has the necessary talent to take advantage of this act; manpower should not be a burden; our present city fathers are of the type to augment progress; the community is certainly in dire need. Let us roll up our sleeves and get to work now!"

Joseph Manch - "I'VE UNDERLINED HUMAN PROBLEM FOUR TIMES."

School facilities are only one element in a good school program. We can't go on talking to ourselves. The most helpful aspect of the Model Cities Program is the emphasis on cooperation among all groups involved in the community. The suburbs must become involved. Great precautions must be made not to perpetuate segregation within the city. Are we guilty of putting a gilt edge on this segregated situation?

C. H. Broley - "OTHERWISE THE 'FEDS' WILL NOT COOPERATE."

"To an outsider, but one who has worked here before, this conference is a break-through." The purpose of the new law is to put together all previous federal programs. The comprehensive approach is new. 60-70 cities will be selected for their specific, detailed plans which are original, new and imaginative. Otherwise, the 'Feds' will not cooperate.

Besides the 80% Federal Aid for Programs, all those included in the proposal not now covered by federal aid will be given federal assistance.

Samuel Green - "DO PEOPLE VALUE ROOTS ...?"

..."The brochure on the Model Cities Program calls for the fullest involvement of the people in the affected area. Already in setting up the Steering Committee, the letter and intent of the law has been violated. Not one of the 18 appointed by the Mayor yesterday represent the people from the affected area. ...

Far too many administrators of (Poverty) Programs sit in their ivory towers and dictate to the people what they should have and what they are going to get. This idea was refuted by the Report (New York Times, January 14, 1967) (which polled) Harlem residents for Mayor Lindsay. It was found that 84% of the Harlem residents preferred redevelopment over rehabilitation and only 17% said they preferred to stay in Harlem. Do people value roots as we have been told? ...

The major fault with the paper is it spoke in generalities ... some of these problems must be attacked if Buffalo is to become a Model City:

1. HOUSING ... Some areas are worse than rat-infested tenements of Harlem.
2. POLICE BRUTALITY - A dirty word - no one wants to say it exists. There is not a week that passes that we, at CORE, do not get complaints about our city's finest.
3. SCHOOLS - desegregation will not solve all problems for Negro children. We need Negroes as principals and assistant principals - Negro children need to see this authority coming from Negro males as well as encouraging them to identify with the decision makers.
4. DRUG ADDICTION, crime, juvenile delinquency.
5. Stable family units need help through welfare and family planning. The guidelines say that the Demonstration Project should offer maximum occasions for employing residents of the demonstration area in all phases of the program."

Gerhard Falk - "A COMMITTEE DOES NOT RUN A HOSPITAL OPERATING ROOM."

The job is not to rebuild physically; six months later the area might again be a slum. Poverty breeds apathy and apathy poverty. The poor cannot represent themselves; they cannot express themselves. The hopeless slum dweller is hostile and resistent to programs designed to help him. He distrusts and resents outsiders.

It's up to the advantaged to seek answers. This includes the suburbs. From a sociological point of view Buffalo and the surrounding suburbs are one community. Churches, enjoying exemption from taxes, have a moral commitment to contribute their manpower, to go into the homes of the poor and help. The preparation of the Model City proposal should be done by professionals using sociological and professional planning. "A committee does not run a hospital operating room." Under the Community Welfare Council there is professionally trained leadership, not politically oriented, and under non-professional boards of directors.

AUDIENCE AND PANEL DISCUSSION:

Hickey - One strong central coordinating agency for welfare programs will avoid waste of federal funds.

(Rep. from BUILD) - What kind of liaison will there be from this august body with these small groups who have already looked into their problems?" Will there be direct communication from this conference to the Masten District Organization, the Ellicott Group, etc.? ... I'd like to recommend to Gordon Edwards to go see what's going on. See what's up with the people who have not been represented here - who have not been heard ..."

Green (to Hickey) - Are you worried about Negroes making mistakes with the Federal Government paying the bill? The Whites have been making mistakes for the last 400 - at least 100 years.

Lee Jones Jr. (to Panel) - Democratic processes must run through the whole program. The auditorium would be filled with Negroes if they felt they had to be here. The Model City Program will fail unless we can find ways to hear them.

A Lady in red - "Will the Model City be a Negro reservation?"

Pearl Snidely to Gerhard Falk - "Can we characterize these responses as apathy?"

Lee to Audience - We have a term to express it - now we're getting to the "nitty-gritty."

Ruth Kahn (to G. Falk) - "These people can plan, they can think and they do plan."

Goldfarb - "What do we really want to accomplish?"

Green - "A plantation for Negroes?"

Lady in red - "I said reservation."

Clarence Franklin (to Falk) - About the advisory committee running the operating room, or doctors -- who would go to a doctor every one of whose previous patients had died?"

Lee - "An understanding of the community involved is a major emphasis in this federal program. Blue Ribbon Committees are a waste of time - Planning Committees must come from the local slums to be affected.

Manch - The school's role in ending segregation is not possible if housing remains segregated. Let's all get together, get everyone in on this thing.

Rep. of BUILD - For Negro renewal which is usually Negro removal, we need all kinds of expertise, not only technical knowledge, no one should be denied a part.

Goldfarb - We must encourage uneducated, yet bright, indiginous leaders to participate in these planning sessions. They are there. But how can we pull many grass-roots groups together?

Lee - Go to the community involved for their ideas. Put their leaders to work. Guarantee to the Negro community the right to be involved and to participate and lead in planning for their own community. They are jealous of their democratic rights as citizens.

Falk - Is it a sin or a crime to have a White expert try to help the poor and Negro people?

Mrs. Fuller (SUNY/B School of Social Welfare) - These problems are too important to let the educators and politicians run them.

Mrs. Violet Davenport - Are the Negro experts going to be used in the planning?

Green - Every Negro is an expert at being a Negro. How expert do you have to be?

Manch - How people feel is the important thing to find out.

THE JOB AHEAD FOR COMMUNITY
PLANNING PROGRAM — 3:45 - 5:00 p.m.

CHAIRMAN: George Rand, Vice President
Marine Midland Trust Company

POSITION PAPER: Richard Danforth
Director of Redevelopment
City of Buffalo

RESPONSE: Ralph Barnes, Director
Erie County Planning Commission

Perry Roys
Greater Buffalo Development Foundation

Robert T. Coles, AIA
American Institute of Architects

Edward Regan, Councilman-at-large
City of Buffalo

Eugene W. Fitzgerald, Planning Director
City of Buffalo

Recorder: Mrs. Jean Cummings
Cooperative Urban Extension Center

Position Paper by
Richard Danforth - "The job ahead for the community planning program"

The planning function in large metropolitan cities has undergone radical changes during the last two decades. Two divergent trends have appeared. One trend has been toward the centralizing of related planning and development functions. A second is that of fragmenting the functions of capital programming, current, long range, and project planning, urban renewal, and code enforcement. During the same two decades, the need for coordination and cooperation within municipal departments has become greater and greater, even if only to optimize federal funds for local improvements and programs.

Another trend evident on a national scale has been the increased budgets for planning, for urban renewal, for code enforcement, for capital programming, and concurrently, an upgrading of skill levels and remuneration for service. We must then examine Buffalo in light of cities whom Buffalo competes with - Boston, Philadelphia, New Haven, Rochester - cities which have achieved national recognition for their programs of municipal renaissance.

Organization -

Boston has probably done the most in the least time. How did it organize and what has it done? Briefly, the city created a redevelopment authority charged with all the development functions, urban renewal, planning, capital programming, and transferred these functions en masse to the agency. The city thereby created, in a short time, an excellent and coordinated staff while eliminating the dead wood staff accumulated under the Boston Civil Service program. Their staff, the largest in the country, has been paid for largely with federal money, and their accomplishments in a short period of time are legion. Buffalo has been forced to fall back on consultant staff to prepare its Master Plan, Community Renewal Plan, and Transportation Plan, and long range capital program. Existing urban renewal plans have been done by consultant staff. A result of this approach has been that the Transportation Plan as developed bisected nine of the twelve planning communities. Within the Master Plan there is no overall Central Business District plan nor are there community development and neighborhood development plans in sufficient detail to develop a realistic capital program. Buffalo's Planning Division is charged with long and short range planning and with planning

administration. Project planning has been the responsibility of the Budget Division. Currently, great efforts and some degree of success has been achieved in coordinating these functions in the present administration.

Staffing Qualifications -

Last year the American Society of Planning Officials made a study of expenditure, staff, and salaries of local planning agencies. It included size of staffs, present capacity expenditure for staff, and the educational levels for staff for cities of Buffalo's size. The highest per capita expenditure was $.89 in Fort Worth, the lowest was Buffalo with $.30. Portland, Oregon was the highest in terms of number of professional staff with 25 and the lowest was Buffalo, 7. The city with the largest authorized staff was Kansas City with 49, and the lowest was Buffalo with 20. Nationally, of the professional staff, 56% had bachelor degrees - in Buffalo 33%. Nationally, 19% had master degrees in planning - Buffalo 0%. Nationally, 9.3% had master degrees or some kind of technical degree - in Buffalo 8.5%. Nationally, of the professional staff, 16% of the staff did not have degrees - in Buffalo 66% have no degrees. Buffalo's technical staff, in terms of salary, is very low. For example, the Associate Planner position pays from $7980 to $9960, the Assistant Director of Redevelopment position pays $8825 to $11,025. These are only entry level salaries for graduates of accredited planning schools. The Planning or Urban Renewal staffs do not have any architects with civic design experience, any planners with professional degrees acting as technical staff. There are no sociologists or economists, no trained traffic engineers, and we lack other skills so necessary to program and carry out a complex program of revitalization for Buffalo.

The Job Ahead -

The Demonstration Cities Program can serve as a catalyst for the total rehabilitation of the city. It is to be a demonstration area of what is achievable in areas of physical, economic, and social planning. It would seem that the job ahead for the city will be to reorganize planning and development functions to achieve a program that can be effectuated in a coordinated and comprehensive manner. The Demon-

stration Cities Program can serve, in the words of Ralph Taylor, "as the glue" to create within Buffalo's municipal government an organization and staff capable of carrying out just such a program. To do this it would (1) be necessary to reorganize these functions. One approach, and there are many, would be a Department of Community Development, which would encompass planning functions, both long and short range, planning administration, and project planning, urban renewal, code enforcement, and capital programming; (2) to reclassify and upgrade or create new staff positions requiring a minimum of technical competence as attested to by technical training, and with increased salary schedules. The staff will be charged with developing broad scale techniques, not only for the demonstration area of the city but to develop techniques with city-wide applicability.

Philadelphia, Boston, New Haven, Pittsburgh, Rochester, came to the point where they had to wrench loose from past ways of thinking and doing things. Too often, in the past, in American cities, partisan political considerations for staffing, for priority of need, for capital programming - in fact for every aspect of community renewal, has been the principle guide. I am not suggesting that the Demonstration Cities Program be politically irresponsible, but I am suggesting that it be done primarily on the basis of technical merit.

In viewing the Demonstration Cities Act, only a few areas of the city are eligible for demonstration treatment. Using presently developed criteria and guidelines, it is evident that really only one part of the city - the area encompassing the Masten southward to Perry, could qualify Buffalo for this program. It is in this area that the bulk of our minority families live, where the bulk of sociological problems lie and where the greatest degree of physical obsolescence can be found. A truly city-wide program must be developed. Better liaison between the mayor and field operations could be obtained and better liaison with the Common Council could be established. With such an organization, the city could be divided into planning areas and specific staff assigned for planning, code enforcement, and other functions. In this manner some of the depersonalization and remoteness of City Hall and its programs could be eliminated. People would begin to work

with people. The face to face approach that has so long been lacking in municipal government, would be enhanced. By centralizing like functions and using adequately trained and compensated staff, sound programming and planning can be undertaken. Secondly, by creating a more workable and responsible organization, effective decentralization of field operations and area programs could result. Federal funds and State funds can be more adequately programmed on a continuing basis, and local dollars spent for public improvements can be maximized in terms of local cash credits thereby enabling local citizens to obtain the most for their tax dollars.

It seems to me the keys of success for any Demonstration C es Program will be new and imaginative ideas for the solution of environmental and social problems. This translates to a need for highly skilled technical staff encouraging the participation by the community and affected persons, and directly responsible to political leaders. Effective top level coordination of all levels of the program by city government implies a reorganization to give direction to presently fragmented functions. Physical planning is only one criteria for Demonstration Cities, but it is the key, for it is upon the physical score that the social and economic plans must be orchestrated.

George Rand - "A WAR OF CONSTRUCTION NOT DESTRUCTION"

We are in a war of construction not destruction ... a war too important to be left to the generals alone, but we can't fight it without them ... the generals being the experts of Urban Renewal and Planning. We must utilize the talents and abilities of all our experts. To win there must be total commitment of the people and the nation.

Ralph Barnes - "I SERIOUSLY DOUBT THE MODEL CITY PROGRAM WILL ENCOURAGE SUBURBANITES TO MOVE BACK INTO THE CITIES"

Erie County has a justifiable concern in improving its tax base. As the City of Buffalo is not increasing in real estate value, this is reflected in decreasing county evaluation. New York State law does not permit counties to participate in urban renewal but the county is already involved in city problems through several

departments such as Health and Public Welfare. The Model City Program calls for technical assistance in every category and such assistance is available in our city and county.

The Federal Government has had no real policy in urban renewal. It has had contradictory programs, for example, F H A through 30 year mortgages insured by the government, supports suburbia, while on the other hand people are told to stay in the cities. I seriously doubt the Model City Program will encourage suburbanites to move back into the cities.

Perry Roys - "A MULTILOGUE"

We haven't begun to tap our own resources. Our emphasis should be to establish an interdisciplinary approach in the Model City Plan. We have a better informed citizenry, well functioning social action groups, and an excellent environment for realistic planning. Our emphasis should be to blend all levels. We need a multilogue.

Robert Coles - "I HAVE GRAVE DOUBTS ABOUT THE FEDERAL COMMITMENT"

The paper is too technical. The real question is creativity in dealing with these problems. The city is the center of civilization. Recognition of what the city can be is missing. A lack of commitment and willingness is evident. The entire federal budget for the Model City Program is $2.4 million - not enough to accomplish anything substantial.

We must come to grips with the problem of housing - the technology of housing. We must begin to look at things as they really are.

Edward Regan - "...TO GIVE MIDDLE CLASS AMERICANS AN ALTERNATIVE FOR SUBURBAN LIVING" E. K. Faltermayer (Fortune Magazine, January 1967)

"The Model City Act invites local initiative, flexibility, experimentation and innovation. I would like to accept this offer." We should make greater use of existing institutions that live every day with major phases of the urban problem ... the public schools, County Welfare Department and the State Commission on

Human Rights. To prevent creeping blight and future slums we need (a) a good housing inspection system, (b) laws and the willingness to force violators of housing codes to either repair or demolish their own homes, (c) laws and the willingness to make people maintain minimum health and safety standards. We must make it unprofitable and unwise for homeowners (whether resident or absentee) to let their houses become run down and dilapidated. ...

"Education and job training programs, Housing Code enforcement, programs to make the city more attractive and livable, these are some of the approaches I would like to see in a Model City Project."

Eugene Fitzgerald - "BUFFALO - NOT BOSTON"

The position paper uses Boston as the example. If I interpreted President Meyerson's recent book on Boston correctly, while our problems are parallel, Boston's are much more drastic. The facts of life are: Boston's redevelopment authority contains five hundred jobs, four or five with salaries higher than Buffalo Mayor Sedita's and at least ten higher than any member of his cabinet. I think the key word to Buffalo's problem is fragmentation. Some coordinated leadership should be made available for development and planning but not necessarily a Boston type organization.

I do not agree that a division of planning must be concerned only with physical development, nor do I believe the legislative body is ready to forego its decision-making powers on zoning and land use and turn it over to the Planning Board as in Boston and New Haven.

How did Boston circumvent civil service? We, except for department heads and secretaries must include all employees under civil service. However, for the specialist, the top brass, to lead the projects, instead of staffing a huge headquarters, it may be best to continue to hire consulting experts for the particular job ... when the particular job is finished, so are they.

Let us not get bogged down at the start by trying the impossible, the recruitment of a super staff, that with today's flesh market, you would have to out bid every city in the country and the results could well be entirely unsatisfactory.

AUDIENCE RESPONSE:

Sigmund Zobel - Buffalo's proposal must reflect the systems approach. It must contain up-to-date management proposals. Some elements in the proposal will be in conflict, and trade-offs may be necessary to achieve a balance. Buffalo must present a whole picture, a concept which will, in the aggregate, optimize living conditions in Buffalo.

SUMMATION 5:00 - 5:15 p.m.

Richard Miller
Commissioner of Urban Renewal
City of Buffalo

CLOSING

Robert F. Berner

Richard L. Miller
Summation

A definitive summation of discussions as diverse and far-ranging as those we have had today is both impossible and unnecessary. The very discursiveness of certain parts of the program was one of the conference's strengths. The participants have offered us some facts, some insights and at times some rather private reflections. All are of value, and when the educational and exploratory purposes are given their proper weight, just about everything that has been said is relevant to the practical problem of preparing ourselves for participation in the Federal Model Cities program.

The conference reached a high point of relevance, in my view, in Senator Kennedy's presentation this morning of the large framework of meaning and of legislative intent within which the Model Cities program must be planned and administered. Especially to the point was his stress repeated several other times in the past two days on local initiative, local analysis of the problem, local decision-making and local administrative control -- and his use of this conference as an example of how that indigenous study, planning and decision-making can begin to be effectuated.

There are a few major points of consensus that may be worth citing as we close this conference:

1. The City of Buffalo -- public officials as well as the community at large -- is grateful to the Cooperative Urban Extension Center and its five participating institutions of higher education for providing this forum as an introduction to Buffalo's effort in the Model Cities program.
2. We must seek a broader grass-roots participation in the Buffalo Model City program than this introductory conference or perhaps any sort of conference could provide. In this connection, I must stress again that we are only at the beginning of Buffalo's involvement in this brand new Federal concept of urban revitalization. It is perhaps one of the accomplishments of this conference that it brought to our attention at several points the necessity of cultivating the strongest participation of neighborhood groups who will be affected by the eventual operation of Model City programs in the areas of physical renewal, social welfare, community organization and the like. Mayor Sedita made this clear on two occasions during these meetings.
3. The problems of our cities are as much social as they are physical.

Indeed, I believe it is true that nearly all urban problems are, as one panelist put it, "basically social," if we include the economic aspect in our definition of social problems. To quote Secretary John W. Gardner of the Department of Health, Education and Welfare, "As we attack the blight of city ghettos, project planning must link education, land use, transportation, recreation, health care, social services and construction in a total program for human betterment."

4. In the words of Congressman McCarthy this morning, Buffalo must plan a program which has ideas that will "capture the imagination" and which are at the same time rooted in the realities of our neighborhood problems.
5. While the City Administration is clearly and fully committed to undertaking a Model City program with Federal financial assistance for both planning and program execution, the elements of that program and the precise size and delineation of the segment of the City to be chosen are not known at this time. They cannot be known until substantial planning has been completed under the guidance of the Model City Steering Committee and in concert with representatives of the neighborhoods likely to be affected.
6. One of the principal requirements of an effective Model City program is a strong administrative structure centered in City Government which has the authority to undertake and finance the variety of program elements that will be involved. This is a Federal requirement for aid under the National legislation establishing the program. The task is immediately before us to determine, at least in general terms, how the Model City Agency should be structured and how it should function. Mayor Sedita has pledged his leadership to this task.
7. Finally, perhaps repetitiously, but of vital importance: all segments of the community -- government, business, financial institutions, labor, neighborhoods -- must be full working partners in the operation of the programs that are undertaken if Buffalo qualifies and receives Federal and/or State financial assistance to carry out a Model City demonstration.

Closing Remarks - Dean Robert F. Berner

This Conference has been a valuable beginning for the Cooperative Urban Extension Center. I give credit to Gordon Edwards, Director of the Center, Mrs. Margaret Nevin and Mrs. Ruth Korn for creative planning and implementation in organizing the Conference. Credit should also be given to the Center's Advisory

Committee (made up of community leaders, including representation from the poverty areas, and faculty representation from area colleges and the university), as well as the smaller Program Committee for deciding to focus on the theme "Buffalo Model City Conference."

Our thanks go also to Mr. Chester Gorski, President of the Buffalo Common Council, to Mr. Stanley Makowski, Majority Leader, and to all the members of the Common Council for inviting us to hold the Conference in the Council Chambers.

The job ahead for the Cooperative Urban Extension Center is: (1) to cooperate in any way possible with the newly organzied Mayor's Planning Committee, (2) to provide a vehicle for meetings and seminars of key groups, and (3) to bring constructive help in making the proposal innovative and comprehensive.

We already have a start in providing information on educational opportunities through our Store Front Educational Information Center - a Center which gives us an opportunity also to learn about the needs of the people in the low income neighborhoods.